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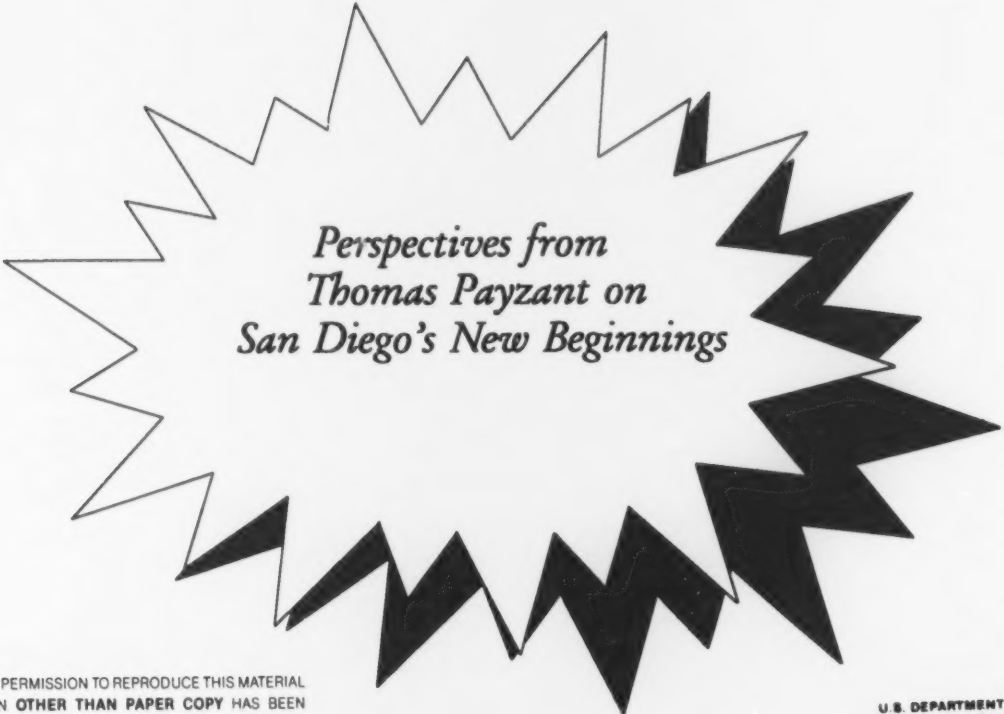
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ABSTRACT

In August 1993 the Policy Exchange of the Institute for Educational Leadership held a seminar with an individual who was able to provide the perspectives of both educational practitioner and federal policy maker. Thomas Payzant, previously the superintendent of the San Diego (California) public schools, was at that time beginning his work as Assistant Secretary for Elementary and Secondary Education. Seminar participants were senior Congressional and Executive Branch staff responsible for a variety of programs for children and families. Payzant's comments on the New Beginnings project in the San Diego schools outlined lessons learned about collaboration in school reform, and he discussed the implications of these lessons for federal policies. The New Beginnings Project was designed to improve services for children and families through one-stop services centers in the schools. The New Beginnings test site has operated since 1991, and it appears to be succeeding. New Beginnings considers it essential that collaborative efforts should be school-linked, but not necessarily school-governed. A number of barriers to success have been recognized, but they are being overcome through clear communication. Implications for federal programs are discussed. An appendix lists seminar participants. (SLD)

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LINKING SCHOOLS WITH HEALTH & SOCIAL SERVICES



*Perspectives from
Thomas Payzant on
San Diego's New Beginnings*

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LINKING SCHOOLS WITH HEALTH & SOCIAL SERVICES

PERSPECTIVES FROM THOMAS PAYZANT ON SAN DIEGO'S NEW BEGINNINGS

Thomas Payzant is Assistant Secretary
for Elementary & Secondary Education
at the U.S. Department of Education.

From 1982 to 1993, he was
Superintendent of the San Diego City Schools.

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INTRODUCTION

We can learn a lot about what makes programs for children and families successful from the state and local people who are in the trenches every day. And we can learn a lot from federal policy makers.

The IEL Policy Exchange was particularly fortunate in August of 1993 to hold a seminar with one person who simultaneously fit both of these descriptions. At the time of the seminar, Thomas Payzant was in the process of transforming from a local leader (school superintendent in San Diego) to a federal leader (Assistant Secretary for Elementary and Secondary Education at the U.S. Department of Education). As a local leader, he was co-founder of San Diego's New Beginnings, an ambitious and collaborative initiative to provide comprehensive services to children and families. In the Clinton Administration, he runs the major federal programs for elementary and secondary education, including the \$7 billion Chapter 1 program for educationally disadvantaged children.

Tom Payzant has been widely praised for his leadership in San Diego. According to an article in *Phi Delta Kappan*, a widely read magazine of the education society:

As superintendent of schools in San Diego, Payzant guided the New Beginnings project, a ground-breaking, comprehensive school-community collaboration, and he now calls for "good conversations" to begin at all levels of government.

Seminar participants were senior Congressional and Executive Branch staff responsible for a wide range of programs for children and families—from Aid to Families with Dependent Children (AFDC), to Chapter 1, Food Stamps, Head Start, Medicaid and housing programs. The appendix contains a list of participants.

When the Policy Exchange asked participants what questions they had about New Beginnings, four issues emerged:

What can the federal government do to encourage collaboration?

What services does New Beginnings provide?

How does New Beginnings integrate services?

What evaluations and results are there?

With these questions as a backdrop, the Policy Exchange asked Tom Payzant to talk about San Diego's New Beginnings, to outline lessons learned about collaboration and, perhaps most importantly, to discuss the implications of these lessons for federal policies. That is what the following pages do.

UNDERSTANDING NEW BEGINNINGS

New Beginnings began when Richard Jacobsen (Director of the San Diego Department of Social Services) approached Tom Payzant in the summer of 1988 to explore how the school district and the county could work together to improve services to children, youth and families. Both administrators knew that the services their agencies (and other agencies) provided to assist low-income families were uncoordinated, inconsistent and often ineffective. They also understood that addressing these problems would not be easy. Conflicting regulations, problems of confidentiality and questions about who was responsible for what could be overwhelming. Although they knew of no successful, comprehensive effort to bring people from different agencies together to work towards common goals, their discussions continued.

The leaders of other local agencies, including the County Department of Health Services and the Probation Department, joined in. Thus, New Beginnings began as an interagency forum to bring leaders from various government agencies together to exchange ideas about working together to serve the needs of low-income children, youth and families.

What agencies and people were involved?

School Superintendent Payzant and the other agency directors convened a group of 25 to 30 people from half a dozen different agencies. Four local entities became the nucleus of New Beginnings: the County of San Diego (including the Department of Social Services), the City of San Diego, San Diego City Schools and the San Diego Community College District. The group was later expanded to include other local agencies and service providers, including the University of San Diego Medical Center, Children's Hospital and the San Diego Housing Commission.

As the New Beginnings initiative got underway, the chief administrators of these agencies and some of their associates sat together in a room and tried to figure out how to begin talking with each other.

Participants quickly realized that they had no idea of the roles and responsibilities of the other agencies. Payzant knew schools and education well, but freely admitted that he didn't have a clue about what went on at the Department of Social Services. As he said, "each person in the room could have made a similar statement." Consequently, early discussions among these leaders centered on reaching a common understanding of exactly what interagency collaboration meant and what each agency had to offer to a joint effort.

What did they do first?

This group decided to look at collaboration concretely by having each agency focus on the same high school attendance area and its feeder middle-level and elementary schools. As a first step, they developed a paper listing all of the services that each agency could provide children, youth and families. After a couple of months, the group produced a thick volume that, according to Payzant, "absolutely blew everybody away in terms of actually looking at the collective resources and services that each of the agencies was providing" to these families: "the right hand didn't know what the left hand was doing."

What was the feasibility study and what made it different?

The New Beginnings group then decided to target one school to test the feasibility of a one-stop coordinated services center to cut through red tape and provide services that were easily accessible. They chose Hamilton Elementary School as the test site for New Beginnings because it was in a troubled area (the City Heights section of San Diego) and had a densely populated, highly transient, and ethnically mixed neighborhood. City Heights has one of the city's worst crime rates and a high reported incidence of child abuse.

Hamilton Elementary School had an enrollment of about 1,300 students in kindergarten through fifth grade and operated on a multi-tract, year-round schedule. The school was 40 percent Latino, 24.5 percent Asian, 24 percent African American, and 8.6 percent white. Children at the school spoke 23 different languages, and more than half of the students did not speak English as their native language. More than 90 percent of

the children were eligible for the federal free or reduced-price lunch program and about half of the school's households received assistance through the Aid to Families with Dependent Children (AFDC) program. Also, Hamilton had the most mobility of any elementary school in the district: about 28 percent of Hamilton's students attended school for less than 60 days in 1988-89. The scores of the school's third-graders on the California Assessment Program tests were among the lowest in the district and significantly below statewide averages.

According to Payzant: "Perhaps the smartest thing we did was to do the feasibility study differently—not to just get a bunch of experts to go in and decide what our needs were and to put together a plan for meeting those needs." While they did use experts, they also placed a social worker in the school for several months to do "action research." Leaving the facts and figures to the experts, he worked with two dozen families to understand what it was like to try to get services that the agencies were supposedly providing.

The feasibility study, including the in-depth subjective observations of the social worker as well as hard facts, focused on early intervention and sought to answer such questions as:

How many families receive services from the county, the city, or community-based agencies funded by the city or county?

What services do these families receive?

Are families eligible for services that they are not currently receiving?

Is there a relationship between the use of social and health services and the academic and social success of children in the family?

What barriers do families face when they try to get help through the current system?

What barriers exist within the system, as seen by agency staff members?

Can the service delivery system be made more responsive to the needs of low-income families in a way that is integrated and cost effective?

The facts and figures provided a baseline, but the most useful insights from the feasibility study came from the social worker. As Tom Payzant said:

The insights from conversations with families who were actually coping with the Housing Commission, with social services, with schools, with the city, and so on provided the most powerful information that we had received. These insights did not always agree with the outside experts' findings. The study found that many of the people we served didn't know about the existence of, or didn't know how to reach, the various public-assistance agencies charged with helping them. Most distressing of all, the situation was getting worse and no consistent efforts were being made to improve it.

The study reinforced the belief that the system was too fragmented. Payzant described how this fragmentation affected both people and agencies:

Families must carry their life stories around to several places and give each agency a different part of the story. Eligibility procedures were complex and specific to each agency. And agencies didn't have ways to share data.

Consequently, the feasibility report recommended that San Diego develop a common eligibility process, with one central point of contact for families. It urged that funding be flexible enough to allow for appropriate services, whether specialized or general, and that waivers, policy changes and staffing changes be considered to provide needed flexibility. It also urged that San Diego find ways to allow workers to share pertinent information about families agencies without breaching confidentiality requirements.

After the feasibility study, the New Beginnings leaders concluded that fundamental reforms were needed in the way schools and government agencies deliver services to families. New Beginnings was ready to look beyond tinkering around the system's edges. According to Tom Payzant: "These reforms require new ways of thinking about the needs of families, the roles of agency workers, the determination of eligibility, the focus and process of service delivery, and the allocation of funds."

The feasibility study laid the ground work for the actual planning of the New Beginnings demonstration center at Hamilton Elementary School. The most difficult task was for all of the city, county, and school players to think about Hamilton as a learning laboratory for a long-term

strategy for changing the systems that provide services to children and families, not just another short-term, one-shot project. As Payzant said:

A demonstration center, unlike a project, will go on for a long time and will become the learning laboratory for collaboration, for integrating services for children, families and youth. The closest analogy I can think of is a teaching hospital.

**It is very hard on families
to slog through multiple eligibility procedures.**

Families have multiple needs and face tremendous challenges in trying to get the services they need. At the Hamilton New Beginnings Center, IBM created and donated a user-friendly computer to give people information in different languages about how to find and use various services.

Most people underestimate what it is like for families to be faced with seven to eight different eligibility procedures (such as health, housing, free school lunch, school district, job training, and adult education) in order to get services needed to survive. Tom Payzant said:

We can start to get in touch with this by recalling how annoyed we get when we have to deal with the health system or the department of motor vehicles, or anything where there is red tape and an eligibility process. Imagine what it is like for a family in trouble, for somebody trying to hold things together and for someone who may not have well-developed coping skills or a history of success in working the system.

He concluded: "We've got to constantly look at this from that perspective and see what it means."

What services does Hamilton New Beginnings provide?

Today, New Beginnings at Hamilton Elementary School provides important services to children and families in the community. The center is housed in three "portable classrooms" (that is, trailers) located on the school's playground. All families who enroll children in the school have an opportunity to become familiar with the services available, and the center's staff makes an initial assessment of family and

student needs. The center provides social services planning for families, ongoing case management, and various health services for families that need professional intervention. The center also offers health screening, initial diagnosis of medical conditions, and referral for major treatment.

What is the prognosis for New Beginnings?

The idea of New Beginnings emerged in 1988 and the site at Hamilton Elementary School has been in operation since 1991. The true test of the success of New Beginnings will be the degree to which the institutions involved—health, education, social services, probation, and so forth—change the way they do business. When asked about how New Beginnings will fare, now that he and the other primary founder of New Beginnings have left San Diego, Payzant said:

It is too early to tell. If we did a reasonably good job, then the roots are deep enough that they won't be pulled up right away. If we did New Beginnings right, it won't, at this stage, be dependent on one or two people to carry it. Or, if it is, one or two new people will step forward now that Jake [Jacobsen, the former Director of the Department of Social Services] and I have moved on. In the beginning, it is very important to have one or two or three people who will get it started and stick with it through the first couple of years. Hopefully, New Beginnings is now beyond reliance on single individuals.

Payzant radiated optimism:

I am hopeful. The person who was appointed as my successor, Bertha Pendelton, is terrific. She had been my deputy and is very committed to the integrated services agenda. I think there will be strong support on the school district side. There is a new CEO at the county. He hasn't been as directly involved in a hands-on way as I was, but he's very much committed to it. And, a very strong person, Blair Sadler, president of Children's Hospital, has stepped in and is taking a pro-active role.

How is New Beginnings being evaluated?

New Beginnings is being evaluated in several ways. As Payzant said: "There are the traditional kinds of indicators that are being looked at with respect to school achievement, mobility indicators, health indicators, and a lot of anecdotal kind of evidence at this point." Also, a formal three-year evaluation of this two-year old initiative is being funded by the Pew Charitable Trusts.

KEY PRINCIPLES OF NEW BEGINNINGS

Tom Payzant outlined several broad principles that have been critical to New Beginnings.

**Collaborative efforts should be school-linked,
but not necessarily school-governed.**

"This is a very important point." Because schools are where children are, there is a lot of interest in having schools be the focal point of the delivery of services. And while families need to see schools as a place to get help, the multiple needs of low-income families can quickly overwhelm the resources of schools. In short, a totally school-governed integrated services program is a bad idea. In fact, according to Tom Payzant, "governance by any one agency almost always inhibits full cooperation by other agencies."

There is not just one model: a variety of models may work. While it is especially easy to reach families and children through schools, services do not always have to be at the school site. Services can be a block or two away, or located so one center serves an elementary school, a middle school and a high school. The critical question is how to link people to agencies that can provide needed services and follow-up with families. Linking services to schools is not the whole answer or the only answer.

The focus should be on the family, not individual family members.

It is very easy to focus on a child and forget a sibling, a mother, a father, or others who are integral parts of that child's family. Everybody has some kind of family unit. But, as Tom Payzant said, "if the New Beginnings experience teaches anything, it is that you must deal with the family unit and not just with individual family members." Otherwise, interventions are likely to fail.

Shift as many resources as possible to prevention.

Another lesson is to act early and prevent problems: don't wait to intervene until after serious problems have arisen. As Tom Payzant said: "We saw that most of our resources were used to deal with crises, and we did very little to help children and families whose problems hadn't escalated to that state."

It is more effective and ultimately less expensive to provide preventive assistance early in a child's life than it is to wait until adolescence when intervention is difficult and costly.

Find ways to fund services with existing resources.

Avoiding the trap of becoming dependent on short-term funding is a challenge. A major difficulty that San Diego faced in starting New Beginnings was piecing together start-up money. For example, the New Beginnings Center at Hamilton Elementary School exists because the leaders of several agencies were flexible enough to break their own rules. As Superintendent of Schools, Thomas Payzant re-directed to Hamilton New Beginnings three "portable classrooms" slated to be used elsewhere. "If I hadn't done that, we would still have been looking for facilities two years later."

Similarly, the renovation of the health center wouldn't have happened if Bill Cox, the former Director of the County Health Department, had not moved money around to renovate and outfit the health center. "You have got to have this kind of coordination to pull all of the pieces together."

It is especially hard to get agencies to come up with cash, overhead ("indirect costs") and nuts-and-bolts money. In-kind contributions are

much easier to get: for example, agencies "detailed" (or assigned) staff to work with New Beginnings. San Diego has not yet resolved where long-term hard funding will come from. Some relief has come in the form of a couple of \$30,000 and \$40,000 grants from the San Francisco-based Stuart Foundations, headed by Ted Lobman. But the overhead piece (or indirect costs) of New Beginnings is still not locally funded. For New Beginnings to work over the long haul, overhead must be funded with existing resources. Payzant emphasized: "Because all agencies in San Diego are experiencing serious financial constraints, we know we must do better with existing resources and not develop solutions that cost more money."

There is not one best way.

The county of San Diego is experimenting with a variety of models as insights and knowledge emerge from the New Beginnings experience. For example, Hoover High School, which is in the same attendance area as Hamilton Elementary School, does not have a full-fledged "New Beginnings" center on its' campus. But it does have a school-based health clinic that also functions as a social service center.

BARRIERS TO SUCCESS FOR NEW BEGINNINGS

The barriers to making an effort like New Beginnings work are enormous. Change is always difficult, especially when money and power are at stake. Tom Payzant highlighted seven hurdles that New Beginnings has faced—ranging from overcoming a crisis mentality to dealing with issues of confidentiality and changing staff roles and organizational cultures.

It is difficult to focus on prevention when you are in crisis.

There is always a crisis. Sometimes it is a crisis in individual families, sometimes it is a fiscal crisis and sometimes it is a personnel crisis. Tom Payzant asked: "How can a community do intelligent planning, prevention and long-term thinking when it is constantly in a crisis management mode?"

Many of these issues are as difficult as they are important for communities. Progress is incremental. For example, controversy about family planning and birth control delayed the approval of the school-based health clinic at Hoover High School by three years. When Tom Payzant proposed that family planning and birth control be a part of the Hoover High School clinic, "that became the whole issue as it has in so many other places" and the San Diego Board of Education rejected the proposal. But, when Payzant returned to the Board a year later with the birth control piece deleted, the Board approved the proposal. As a result, the policy in San Diego City Schools is not to offer family planning or distribute condoms in school. "Schools staff can refer students to other agencies, just as they have for ages."

The lack of clear communication and a common philosophy are barriers.

Teachers typically want instant results. At a school-based center, such as New Beginnings at Hamilton Elementary School, teachers at first think of the center as a place to send a child who is problematic or disruptive. As Tom Payzant said:

That's not what you are aiming for over time. You want to get the teachers and others at the school to become part of the larger team that understands the overall goal of the center.

Differences in philosophy can make cooperation among agencies difficult. For example, schools are required to report all incidents of suspected child abuse, but Child Protective Services cannot share information about a child's placement with school staff. As a result, the school often loses contact with a child who is removed from the home and placed in foster care in a different school district. Because of this, school personnel typically under-report suspected child abuse by forty percent.

At Hamilton Elementary School, teachers refer children who are experiencing academic, behavioral, attendance, or health problems to the New Beginnings center. Teachers are trained to identify problems and learn how to support the efforts of other agencies. They learn about the roles of staff in other agencies and the services they provide. Teachers and the workers at the New Beginnings center communicate regularly to assess the impact of services on children.

Tom Payzant summed up the issue, saying:

There must be a common vision, and that vision must be discussed thoroughly and accepted by all participants. Success can be achieved only when everyone involved recognizes that services to children and families can be provided much more effectively through collaboration.

Inflexible staff, rigid roles and limited training are barriers to success.

When New Beginnings was formed, staff members in the various agencies rarely knew how other agencies worked and often mistrusted the services provided by other agencies. New Beginnings set out to have a different type of staff: the whole notion of the New Beginnings Family Service Advocate (FSA) was to have a generic position for people who would work with families. The only way to fund these workers was for each agency to assign one of its employees to serve as a Family Service Advocate. The Social Services Department detailed a social worker. The School District detailed a counselor. The community college district detailed a counselor. And the Health Department detailed a nurse.

Tom Payzant described how they created the new position of a Family Service Advocate: "We took these people with different traditions, different backgrounds, and different views of the world and told them they were now Family Service Advocates." Their job was to provide information about available services, help determine eligibility, and work with families to create and follow a plan for moving toward self-sufficiency. They would also provide some direct counseling, and work on behalf of the family with agencies not represented at the center.

Because FSA's know their own agencies well, they can help families navigate within the social services, health and education systems. Each advocate works with 30 to 40 families on a continuing basis. "We trained them extensively, not just for a couple weeks in the summer." This transformation was a long haul and required understanding the different experiences and professional perspectives the FSA's brought to their new role.

Confidentiality concerns make it hard to share information.

"The confidentiality issue is a bear in terms of sharing data." To make it easier for families to get needed services, the school and other agencies must have good information and be able to share data. Payzant cautioned: "Without this, you can't ever begin to get at the eligibility issues."

For example, staff in San Diego agencies worked for two years before they could share the AFDC data base and the school data base in order to qualify students to automatically receive free lunches under the National School Lunch Program. Now, according to Payzant:

San Diego is matching data on students enrolled in school who are from families that qualify for AFDC and/or Food Stamps. With the signature of a parent, these children can be automatically declared eligible for the school district's free or reduced-price lunch program.

In other words, parents or guardians were no longer required to fill out separate detailed applications to qualify their children for free or reduced-price school lunches if they were already eligible for AFDC and/or Food Stamps. This change is starting to have an impact: by 1991-92, forty percent of San Diego students receiving free or reduced-price school lunches were directly certified.

At the same time, not all data can be shared across agencies. For example, school districts are required by a Supreme Court decision to serve all children regardless of citizenship, while many human service programs are restricted in terms of whom they can serve. Because the Hamilton New Beginnings center is located on the school campus and the children served are enrolled in Hamilton Elementary School, the school does not ask about citizenship. School policy is that if a child is a resident and has an address and a rent receipt, the child can be enrolled.

Multiple eligibility requirements are a barrier.

Programs run by the New Beginnings partner agencies—AFDC, school lunch, housing, health and so forth—all have different and often conflicting, overlapping and confusing eligibility requirements. Agency staff spend valuable staff time determining eligibility, and families have to tell their stories again and again to meet various agency requirements.

High student mobility makes sustained progress difficult.

Children who move and change schools a lot often have serious problems in school. Hamilton Elementary School probably has the highest mobility rate in the city of San Diego. After a study found that families were moving to six or eight specific neighborhoods, New Beginnings began to focus on helping children stay in the same school (when transportation was available) even if they moved.

Finding funding and blending funding are hard.

It is hard to hold a collaborative effort like New Beginnings together when almost all of the incentives encourage people to continue business as usual. For example, the dramatic budget cuts in California pit counties and cities and school districts against each other: they are competing for a shrinking pot of money. Payzant said: "You have to have a strong commitment from local leaders to look at the big picture and hold collaborative efforts together."

POLICY IMPLICATIONS AND POLITICS

As Tom Payzant reflected on the New Beginnings, he commented on the policy implications of what he had learned. He emphasized the need for strong as well as shared leadership that focuses on long-term results. He also cautioned that patience is needed if collaborative approaches are to bear fruit.

There has to be a catalyst for change.

In San Diego, the catalysts for change were Jake Jacobsen (Director of the Department of Social Services) and School Superintendent Tom Payzant. The catalyst could have been a city council member or a county commissioner. It could have been any number of people. But, to change the way systems work, Thomas Payzant emphasized that someone has to step forward, preferably two or three top people from different agencies.

The leaders need to make their personal involvement a top priority and to look holistically at the needs of children and families. Tom Payzant said:

You have to stick with it. I was personally involved with the New Beginnings Executive Committee until the day I left to join the Department of Education. And my colleagues at the city, county, community college and hospitals did the same thing.

**The people at the table
must know a lot about children and families.**

Even the generalists and the high-level policy makers at the table must, in the words of Tom Payzant, "really know something about children, youth and families so there is a real base of experience and information to inform the policy deliberations." They must have professional training and years of experience to support their attitudes and practice. And they must bring a broad view of their community and public policy to the discussion: It is dangerous to rely too heavily on professional and political expertise from others.

Focus on where you're going, on long-term results.

Tom Payzant spoke about the need to plan for the long haul:

Collaboration is in vogue and there is a lot of rhetoric, but that can be, as with most things, very superficial. It is important to keep your eye on what kind of difference the collaborative efforts will have on the people being served.

Government agencies should not be satisfied with small successes that result from early collaborative efforts. It is easy to get caught up in the excitement of an early success when, for example, people who have never talked before sit down together at the table. Tom Payzant shared a recent "small success":

When Ellen Haas, who is the Assistant Secretary for Food and Consumer Services at the U.S. Department of Agriculture, and I met a few weeks ago, I was told that it was a first. And, it probably was because a food services magazine called me up and said, "We understand you sat down and had a meeting with Ellen Haas."

He continued that, while such initial conversations are important, "you need to move on to the substantive issues if things are really going to happen."

Don't underestimate the time institutional collaboration takes.

New Beginnings is not a quick fix. It takes time for educators, social service providers, housing experts, law enforcement officials, and health professionals to understand one another. The New Beginnings center at Hamilton Elementary School had been open for two years in October 1993. The planning conversations began in 1988. "And there is still a long way to go." Solutions like New Beginnings take time, but the politics of two-year and four-year election cycles make it hard for policy makers to take the long view.

Integrating services means changing the whole system, not just one or two agencies.

Today many people are paying attention to models of integrated services around the country. While a couple of agencies working together can be an important first step, truly integrating services for children, youth and families means thinking more systemically and looking at the whole. A simple "add-on" approach just isn't enough. Payzant added: "Collaboration is not a school district and local health agency getting together, but these agencies joining with a housing commission, the welfare office, the community college, city parks and recreation, and other agencies with the intent that each will change in order to improve the collective end result for children and families."

To get support for the collaborative approach at New Beginnings, Tom Payzant and his cohorts from other agencies went to the local elected public officials (the county board of supervisors, the city council, the school board, the elected board and the community college board).

We said to them, we want your blessing, here's what we are about, and here are the policy statements to get us started. And we said, basically, we want you to hold back and give staff an opportunity to try to pull this thing together and make it work.

This type of political preventive action was designed to avoid having someone torpedo the effort by later standing up and saying: "New Beginnings is *my* project!"

It was important at the outset for the local elected leadership to understand that New Beginnings was a long-term proposition. And, policy makers were repeatedly brought in to keep them up to date as New Beginnings evolved.

**Do not let one (or even two) agencies
end up with the bulk of responsibility.**

If most of the services are at the school, it is very easy to let most of the burden fall on the school, too. But that is a recipe for failure.

To have joint ownership, agencies must also have joint clout and joint responsibility. "You have to have school people who will be assertive and allow other agencies to pick up their share of the responsibility," according to Tom Payzant. The commitment of San Diego's agencies was severely tested by the 1991-92 fiscal crisis in California, making it especially critical to break away from the traditional ways of keeping score. Some agencies contributed more in-kind services than others.

IMPLICATIONS FOR THE FEDERAL ROLE

Tom Payzant outlined lessons federal policy makers can learn from New Beginnings. If local efforts are to be successful in improving outcomes for children, collaboration must be modeled and institutionalized at all three levels of government: federal, state, and local.

Collaboration needs to be institutionalized at all three levels.

Collaboration must be modeled and institutionalized at all levels of government: federal, state and local. Tom Payzant added: "While you need to change both people and policies at all levels, changing people's attitudes and behaviors is usually more important than changing laws, rules and regulations."

There is a state agenda, there is a federal agenda, and there is a local agenda with respect to integrated services:

No matter what the issue, you have to look at and think about all three levels. For example, if you want to talk about free and reduced-price school lunches, or AFDC, or WIC, or Medicaid, you must simultaneously think about where the federal, state and local connections are and how each affects the people who are ultimately served on the local level.

Collaboration is more than simply talking to one another about common problems, learning about the services and resources of other agencies, sharing data about clients, and coordinating the delivery of various services. While all of those things can be important, real collaboration goes farther and includes identifying and addressing specific

problems and areas of service. And as Payzant said: "Interagency collaboration must be led from the executive level."

The state role in school-linked services is critical.

States are only now beginning to clarify their role. But, for collaborative approaches to work on a large scale, states must show leadership. As Tom Payzant said, "You can't have people in 100,000 different schools and 16,000 different school districts out there, each trying to make collaborative arrangements with eight different agencies." There must be a strategy for defining the state role, and the role that local agencies will play in relating to all of the schools within their jurisdiction.

There must also be a lot of bottom-up initiative.

Payzant cautioned that while top-level leadership is vital, it is not enough: "You can have a lot of incentives and products from the top down, but unless the communities buy in and decide which agencies are going to participate, it is probably not going to work very well." Communities must think through what happens at the federal level, what happens at the state level, and what happens at the local level, all the way down to the community-based organization or the individual school where services are delivered.

New Beginnings is led by an executive committee of 11 top-level administrators from the five participating agencies. This committee is complemented by an 11-member implementation team, a working group made up of professionals from the New Beginnings center and people who represent their agencies.

A cross-cutting theme in the reauthorization of ESEA will be integrated services.

There must be strong linkages between integrated services and school reform. If families are successful and have their needs met, then children will be successful and do better in school. As Payzant said:

An ultimate goal of New Beginnings is not just to have healthy children and emotionally stable children, but

children who achieve academically as well. Education must be major player in the conversation—not just a convenient place where the kids happen to be.

It is tricky to identify how best to approach integrated services in the context of the Elementary and Secondary Education Act. As Payzant said:

Chapter 1 exists to provide educational services and supplemental instructional support for our neediest children. While this isn't to say that there aren't many connections between learning and all of these other services, there is a worry that scarce federal education dollars should focus on the educational piece, rather than be sucked up to provide non-educational services for children. So, there has got to be a balance. There is a new term that is emerging ("glue money") where you use some dollars to get the conversation going to promote collaboration and as an incentive to get agencies to work together.

Payzant went on to say that, while Chapter 1 should encourage integrated services, it should not draw substantial Chapter 1 funds away from their primary educational focus. Some school districts, including San Diego, are already using Chapter 1 money to buy additional days of nursing, counseling, or social worker time in the school-wide projects in Chapter 1 schools. "And, while you don't want to discourage that, that's not what integrated services is all about either."

The Clinton Administration is not proposing a particular model for approaching integrated services. In fact, "I don't think there is one model." To illustrate this point, Tom Payzant recalled that New Beginnings was criticized in the early stages for being too "top-down." And, indeed, "it was the establishment folks from each agency that got in the room and started the whole thing off." But that is what worked in San Diego: "Be wary of those who say you have to do things a certain way."

While community involvement and participation are essential, it may need to come in the second phase rather than in the first. Other communities may be different than San Diego in that an empowered community takes the lead before elected leaders or agency heads. He concluded: "Hopefully, there will be room for all of the above as well as other approaches we haven't even thought about."

**Think beyond one-stop-shopping;
think systemically to create real systems of support.**

"One-stop-shopping" (that is having multiple services available in the same place) has become a metaphor for collaborative services. But, one-stop-shopping does not guarantee that services will be either coordinated or effective. For example, simply putting staff from various agencies in the same building is not a huge step forward if the staff still do not talk to or work with each other. It is important to look beyond any specific mechanism to making the whole system work more effectively.

Congress needs clear outcomes.

A Capitol Hill seminar participant raised the topic of outcomes, saying that Congress writes laws that are "terribly prescriptive and narrowly confining" because neither the Congress nor the country has a sense of common outcomes that cut across child welfare, health, education and other program areas.

Congress enacts restrictive programs and narrow categorical programs because "people in Washington don't trust governors, states or localities." This lack of trust has its origins in lack of a common direction. The participant said: "One way to get around this is for Congress to have outcome measures that it believes in." Then, state and local officials could go to members of Congress and urge them to repeal excessive procedural and process measures and, instead, hold programs accountable for *results*.

Unfortunately, our country is not very close to having common outcomes that transcend Congressional committees and Executive Branch departments. A seminar participant concluded: "We have invested very little in this country to develop outcome measures" to determine whether anything we've done for child welfare or social programs actually works. This is something that "professionals and the departments must do."

CONCLUSION

When he spoke with the IEL Policy Exchange, Tom Payzant shared many facts and much wisdom from his perspective as a local and a federal policy maker. He outlined guiding principles rather than a rigid recipe for replicating New Beginnings. And he hinted at ways that the lessons he learned in San Diego could be applied at the national level.

While federal efforts to make policies and programs for children and families more collaborative and effective are growing, they are still in their infancy. There is much to do, starting with defining clear outcomes or results for healthy families that transcend narrow disciplinary barriers.

APPENDIX
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The IEL Policy Exchange



Collaboration is like dancing with an octopus,
with each agency or organization a "tentacle."

The Institute for Educational Leadership is a nonpartisan organization
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to improve opportunities and results for our nation's children, youth and families.

The IEL Policy Exchange works to promote cross-cutting initiatives
that foster effective and collaborative policies
on issues affecting children, families and communities
through seminars, site visits, publications and state-level initiatives.